OFFICE OF THE MAYOR
San Francisco

September 15, 1966

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(Over)

OFFICE OF THE MAYOR
San Francisco

September 15, 1966

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1. It has been rumored that the proposed program would be a "bulldozer-type" program such as the Western Addition I redevelopment project. Nothing could be further from the truth. The whole purpose of the proposed City Demonstration Program is to strengthen the many very good neighborhoods in the area and to not repeat mistakes of the past. The only large-scale residential clearance proposal being considered is that already agreed upon and authorized by the Board of Supervisors for the redevelopment of the temporary war housing on the Hunters Point Ridge area.

2. It has been rumored that a large low-rent public housing project will be built in McLaren Park. Nothing could be further from the truth. The McLaren Park lands are inviolate. One of the major benefits of the proposed City Demonstration Program would be the earlier completion and development of this magnificent area for park purposes.

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(Over)

A Preliminary Application for a City Demonstration Program has been prepared for consideration by the Board of Supervisors. The final draft was completed on September 14. Copies of this Application are being reproduced for limited distribution.

In considering the Preliminary Application, the following points should be kept in mind:

1. Citizen Participation and Control of Program. Our Application proposes a City Demonstration Agency with a governing board of representative citizens appointed by the Mayor, and a large working Advisory Committee. This board, under the Mayor and the Board of Supervisors, will control the Program.

2. No Definite Program Until After First Year. If we are designated, the new Program will be prepared under the direction of the citizen board during the intensive first stage one-year planning period. Thus, the Program to be carried out during the second stage five-year action period will be shaped and controlled by the citizen board, the Mayor and the Board of Supervisors.

3. Demonstration Area Boundary Not Final. The suggested boundary in the Application is not final. The final boundary will be agreed upon during the first stage of the Program -- the one-year planning period. The Board of Supervisors will make the final decision.

4. Existing Public Programs Will Continue. All existing programs will continue -- the City Demonstration Program will enable them to be augmented by needed new programs, better related to local needs and to one another, and more widely understood and supported.

5. City Financial Participation Required. The Bill requires the City to contribute financially to the Program. We cannot know at this time the extent of this participation -- but we will know after the first stage one-year planning period, and we will retain the power to shape the Program to meet our ability to follow through financially.

6. Federal Financial Aid Is Unique. One of the major positive features of the proposed Program is the "no-Federal-strings-attached" fund that would enable participating citizens on the governing board of the Agency to design and carry out new social and physical improvement programs suited to our local, distinctive needs and traditions. Successful use of this kind of Federal aid in the City Demonstration Program could lead to a major, beneficial change in City-Federal relations which could be of great importance to San Francisco and other Western cities in particular.

7. The proposed "Demonstration Cities Act of 1966" has not been enacted into law yet. This is why our Application is identified as a "Preliminary Application".

T. J. Kent, Jr.
Deputy for Development

Office of the Mayor
San Francisco

September 13, 1966

Questions and answers to help explain the proposed City Demonstration Program

Q. WHAT IS A CITY DEMONSTRATION PROGRAM?

A. It is a program recommended by President Johnson, and now before Congress as proposed legislation, to improve large sections of cities by use of all available Federal aids and local private and public resources to improve the general welfare of people who live and work in the selected city demonstration area.

The program is designed to provide incentive for cities to make coordinated use of available Federal aid programs and to focus those programs on local areas of greatest need.

The incentive would be provided through supplemental grants to help cities develop new solutions for solving urban problems such as housing, education, unemployment and transportation.

Q. HOW DOES A CITY QUALIFY FOR A CITY DEMONSTRATION PROGRAM?

A. 1. The local program must be large in scope both socially and physically.

2. The program must contribute to a well balanced city.

3. The program must permit widespread citizen participation in all of its phases.

4. The program must be assured of sufficient local resources to reach completion on schedule.

5. The program must be supported by all local government units concerned and the program must be carried out with coordination of all activities.

6. The program must assure that those displaced by renewal efforts will in fact be satisfactorily relocated.

7. The program must attempt to provide a choice of housing for all citizens.

8. The program must meet such other requirements as directed by the Secretary of the Department of Housing and Urban Development.

Q. HOW WOULD A CITY DEMONSTRATION PROGRAM BENEFIT THE HUNTERS POINT-BAYVIEW AREA?

A. 1. It would make additional federal funds available in significant amounts so that social, economic and physical improvements in the city demonstration area could be accomplished on a greater scale and in a shorter time than is possible with present resources.

2. It would make possible the coordination of all efforts for social, physical and economic improvement into a single program under a single agency.

3. It would assure a high priority for the public improvement projects and programs scheduled for the city demonstration area.

(over)

Q. HOW WOULD A CITY DEMONSTRATION PROGRAM BE ADMINISTERED?

A. As presently proposed for San Francisco, it would be administered by a non-profit organization composed of a board of directors, an advisory committee, and executive director, and a staff. This agency would be known as the City Demonstration Agency.

Q. HOW WOULD A CITY DEMONSTRATION PROGRAM BE PREPARED?

A. The program would be prepared under the direction of the City Demonstration Agency working with City departments and non-city agencies and organizations during a one-year intensive planning and preparation period. The proposed program would then be submitted to the Mayor and Board of Supervisors for approval. Once approved, the proposed program would be submitted to the United States Department of Housing and Urban Development for approval.

Q. WOULD A CITY DEMONSTRATION PROGRAM CAUSE WIDESPREAD DISLOCATION OR REMOVAL OF HOMES AND BUSINESSES?

A. No. The City Demonstration Program is not in itself a program of renewal or clearance, although a City Demonstration Program may include redevelopment or renewal projects. The only projects presently planned that will result in some removal and clearance which might be included in a City Demonstration Program are the Hunters Point Redevelopment Project and the Butchertown Redevelopment Project. These two projects are planned to proceed regardless of whether or not there is to be a City Demonstration Program.

Q. WHAT IS THE STATUS OF THE CITY DEMONSTRATION PROGRAM?

A. Congress is expected to act at the current Session on amended legislation. As the Bill now stands, only a very limited amount of money would be authorized for City Demonstration Programs. The City is attempting to have a preliminary application ready to submit if the Congress acts favorably.

Q. HAS POLICY BEEN DETERMINED FOR A CITY DEMONSTRATION PROGRAM IN SAN FRANCISCO?

Mayor Shelley has recommended that the Board of Supervisors authorize the filing of a Preliminary Application for a City Demonstration Program with the Federal Government.

A. Board of Supervisors' hearings on a Preliminary Application to enable San Francisco to participate in the Program began on August 16, 1966, before the Planning and Development Committee. The Committee will continue hearings on September 20, at 2 PM.

The Board of Supervisors will determine, on the basis of one or more hearings, whether or not San Francisco should attempt to participate in a City Demonstration Program.

CITY DEMONSTRATION PROGRAM

PRELIMINARY APPLICATION

Under consideration by the Planning and
Development Committee, Board of Supervisors.

For further information call:

JOHN H. ANDERSON
Office of the Mayor

KL 8-3837

OFFICE OF THE MAYOR
San Francisco

September 14, 1966

The Honorable Board of Supervisors
235 City Hall
San Francisco, California

Dear Members of the Board:

Attached you will find a complete draft of the Preliminary Application for the proposed City Demonstration Program which will be required if San Francisco is to compete for participation in the President's proposed "Demonstration Cities Act of 1966". Early consideration of and action on the Application by your Honorable Board will be helpful in view of the possibility of action by the Congress on the proposed legislation during the remaining weeks of the present session.

I am fully aware of the fact that the proposed Federal legislation raises important questions of governmental organization and that all proposed alternatives that attempt to answer these questions have been and will continue to be considered controversial. The alternatives suggested in the attached Preliminary Application -- concerning the tentative boundary of the Area to be considered and the organization of the proposed City Demonstration Agency, in particular -- have been developed carefully. But I am certain that the hearings to be held by your Honorable Board will produce new information and ideas. I will be glad to consider with you possible changes in the Application on these and other points that may be suggested as a result of the hearings. Realistically, I recognize that the proposed Program may raise so many complex and fundamental questions at one time that it may not be possible to resolve them in a way that will be broadly acceptable. Thus, even though the proposed Federal Program has great potential financial benefits, it is possible that we may have to decide not to seek participation in the Program as proposed at this time.

During the past few weeks, a number of rumors have been spread concerning the proposed City Demonstration Program.

1. It has been rumored that the proposed program would be a "bulldozer-type" program such as the Western Addition I redevelopment project. Nothing could be further from the truth. The whole purpose of the proprosed City Demonstration Program is to strengthen the many very good neighborhoods in the area and to not repeat mistakes of the past. The only large-scale residential clearance proposal being considered is that already agreed upon and authorized by the Board of Supervisors for the redevelopment of the temporary war housing on the Hunters Point Ridge area.

2. It has been rumored that a large low-rent public housing project will be built in McLaren Park. Nothing could be further from the truth. The McLaren Park lands are inviolate. One of the major benefits of the proposed City Demonstration Program would be the earlier completion and development of this magnificent area for park purposes.

3. Rumors have been spread that the large number of excellent single family homes in the proposed City Demonstration area would be threatened with demolition and that the threat would reduce the value of every privately owned home in the area. Nothing could be further from the truth. One of the main ideas of the proposed Program is to improve property values in the area for home owners as a result of carefully and locally prepared programs to meet real social needs and capital improvement needs.

4. Rumors have been spread that there would be no local control of the proposed Program by representative citizens from throughout the entire area. Nothing could be further from the truth. Every proposal that has been considered to carry out the Program would involve effective local citizen participation.

The Preliminary Application has been prepared for your consideration by my Office with the help of a 25-man Advisory Committee on the City Demonstration Program. The members of the Committee are listed in Appendix A of the attached Application. I am grateful to the Committee members and to their staffs, for their constructive participation in the work which has been necessary to complete the Preliminary Application.

Although the basic objective of the City Demonstration Program is simply to demonstrate, in one area of the City, better ways to meet the primary social and physical needs of the people living in the selected area, it must be acknowledged that this basic objective has been frequently misunderstood. It may be helpful to emphasize the following points:

1. The proposed "Demonstration Cities Act of 1966" has not been enacted into law yet. This is why our Application is identified as a "Preliminary Application".

2. If the Bill is approved by the Congress, and if your Honorable Board approves the Preliminary Application, San Francisco will be competing with many cities for participation in the Program. There can be no assurance, therefore, that we will be designated as a Demonstration City.

3. If our Application is finally approved by the Federal government, the Federal financial aid available may be significantly less than the amount indicated in our Application.

4. If the Bill is not approved by the Congress at the present session, we may wish to make use of the experience gained in preparing the Preliminary Application to attempt to accomplish the basic objectives of the City Demonstration Program by using our own resources and setting our own time schedule. As a central city in a major metropolis, we must continually seek to develop better, more effective ways to help meet the primary social and physical needs of our fellow citizens who are living under disadvantageous conditions.

The four points I have emphasized above are mainly concerned with procedural questions. They are largely factual and will be accepted as matters of fact or as reasonable judgments by most persons interested in, either for or against, the proposed Program. The same cannot be said, however, for the next seven points. They deal with questions that are of crucial importance to the proposed Program. It will be most helpful if they are clearly understood at the outset by everyone considering our Preliminary Application in its present form.

1. Citizen Participation and Control of Program. Our Application proposes a City Demonstration Agency with a governing board of representative citizens appointed by the Mayor, and a large working Advisory Committee. This board, under the Mayor and the Board of Supervisors, will control the Program.

2. No Definite Program Until After First Year. If we are designated, the new Program will be prepared under the direction of the citizen board during the intensive first stage one-year planning period. Thus, the Program to be carried out during the second stage five-year action period will be shaped and controlled by the citizen board, the Mayor, and the Board of Supervisors.

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7. San Francisco Needs Such A Program. It must be recognized that we have the social and physical needs that the City Demonstration Program is designed to serve. I believe we also have had the experience required to enable a realistic Demonstration Program of value to be planned and carried out. With full recognition of the difficulties involved in such a Program, I believe it is essential that we seek to participate in and to learn from the proposed Program.

The challenge to cities -- especially central cities, such as San Francisco -- issued by President Johnson in his January message is one we must respond to. The City Demonstration Program concept is aimed directly at the major problems of the great metropolitan areas -- poverty, lack of decent housing, unemployment, and inadequate education. It is also designed to build upon the values of human dignity, aspiration, and self determination which are so vividly and hopefully expressed in cities.

In selecting an area for our Demonstration Program, careful consideration was given to four areas of the City. Each of the four areas could profit from a City Demonstration Program and strong arguments were presented for each area. It was our judgment that only one of these areas should be selected if we hoped to conduct a City Demonstration Program with the serious intention of concentrating our efforts and demonstrating better ways of meeting the primary social and physical needs of our disadvantaged citizens.

The area we have selected for our proposed City Demonstration Program, the Hunters Point-Bayview area, is unique not only in San Francisco, but we beleive, in the Nation. It is an area that has large sections that suffer

from neglect, poverty, misuse, and abuse; but it is also an area with a potential far beyond the ordinary. It is an area in which 15,000, or approximately 30%, of the 51,000 people live in public housing. There are presently seven permanent housing projects in the proposed City Demonstration Area where some 10,000 persons live; the majority of these citizens are Negro. Between now and 1970, more than 5,000 people must move from the temporary war housing that was to have been torn down by 1960. Because the supply of low rent replacement housing lagged far behind the demand, this date was extended to 1970. The passage of Proposition 14 in 1964, which nullified fair housing laws in California, delayed for many months progress on the building of low and middle income housing planned for redevelopment areas in the City. Now, we are faced with a critical deadline in accomplishing the removal of the temporary war housing before 1970, and in providing adequate replacement housing. In the process we want to avoid perpetuating the ghetto situation in Hunters Point and we want to avoid having to resort to more large scale public housing projects.

Most of the problems in the Hunters Point-Bayview area ~~associated with~~ low income, inadequate education, and racial discrimination are concentrated, to a great extent, in the 25-year-old wartime temporary housing area on the ridge of Hunters Point. Despite efforts by many agencies, both public and private, to cope with these problems, a great need remains. These unmet social, economic and physical needs were of primary concern in our consideration of an area in which to conduct a City Demonstration Program. We feel that a concerted effort and broadened attack on all the social, economic and physical problems of the area, timed to occur simultaneously with the unavoidable dislocation of a large number of persons who also have the larger share of social and economic problems, is essential for achieving the full potential for improvement of the Hunters Point-Bayview area.

The physical character of the Hunters Point-Bayview area lends itself to achieving the full potential of improvement which the City Demonstration Program calls for. The climate and topography are as good as any area of the City. A varied and protected shoreline offers realistic possibilities for public recreational and commercial use, not only for the immediate area, but for the entire City. Large areas are ready for commercial and industrial development which would provide jobs for many who are now unemployed and increased revenue for the City. Many acres of land are already in public ownership or are undeveloped, providing many possibilities for moderate cost developments, particularly housing and needed public facilities, without requiring the disruption of existing private homes and businesses.

The City Demonstration area is particularly fortunate in having a substantial number of citizen groups and organizations active in the affairs of the Hunters Point-Bayview neighborhoods. Concerned and responsible leadership and participation in the Program by persons living in the City Demonstration area must be expected and depended upon.

It shall be my policy as Mayor to support and maintain, insofar as it is possible to do so, a harmonious and expeditious conduct of the City Demonstration Program. It must be understood by all who give approval of this endeavor that it will be necessary to assign a high priority to the social programs and capital improvements which will be recommended by the City

Demonstration Agency for inclusion in the City Demonstration Program. It must be realized and accepted that an unusually high degree of cooperation among participants will be needed if the attempt at a concerted effort to improve the Hunters Point-Bayview area is to succeed. Above all, the goals of the City Demonstration Project in the Hunters Point-Bayview area must always be kept uppermost in our minds. The goals, as I see them, are:

* Improvement in a significant way of the economic, social, and physical well being of individuals in need of such assistance.

* Achievement in the greatest measure possible of the integration of the area so that it becomes more racially, economically, and socially balanced.

* Development of vacant land and misused land for more profitable use for the Area and the City.

* Development within the six-year period of the Demonstration Program of the Hunters Point-Bayview area as a stronger social, physical and financial asset to the City at large and to the entire metropolitan Bay Region.

As I have previously emphasized, this Federal Program, as presently proposed, raises many extremely difficult questions that must be faced and resolved if we are to attempt to participate in it. I hope we will be able to reach general agreement on our Preliminary Application so that more time will be available to enable the potential benefits of the proposed Program to be more widely appreciated.

With every best wish, I am

Sincerely yours,

John F. Shelley
Mayor

Attachments

Preliminary Application

City Demonstration Program

Office of the Mayor
San Francisco

Outline of Preliminary Application for City Demonstration Program

1. Introduction
   - Mayor's Statement
   - Board of Supervisors' Resolution

2. The Demonstration Area
   - The City Demonstration Area
   - Method Used to Select the Project Area
   - The Hunters Point-Bayview Area: Its Present Condition and Potential for Improvement

3. Administration of Program
   - Introduction
   - Agency Organization Plans Considered
   - Board of Directors
   - Advisory Council
   - Committees of the Board of Directors
   - Executive Director
   - Control of By-laws by Board of Supervisors

4. Citizen Participation

5. Community Resources and Programs
   - Social Programs
   - Physical Programs
   - Housing Relocation

6. Related City and Metropolitan Programs
   - Workable Program and the Community Renewal Program Report
   - Rapid Transit Corridor Study
   - City Transportation Study
   - Metropolitan Planning and Development Programs
   - Neighborhood Development and Improvement

7. Estimate of Cost of City Demonstration Project
   - Assumptions and Conditions
   - Summary of Costs - Federal and Local
   - Cost of One Year Planning
   - Cost of Five Year Project Execution
   - Cost of Social and Physical Improvement and Development Program Over a Five Year Period

8. Appendices

I. Introduction

(This section of the Preliminary Application will consist of the letter of transmittal from Mayor Shelley to the Board of Supervisors and the final Resolution of the Board of Supervisors on the proposed City Demonstration Program.)

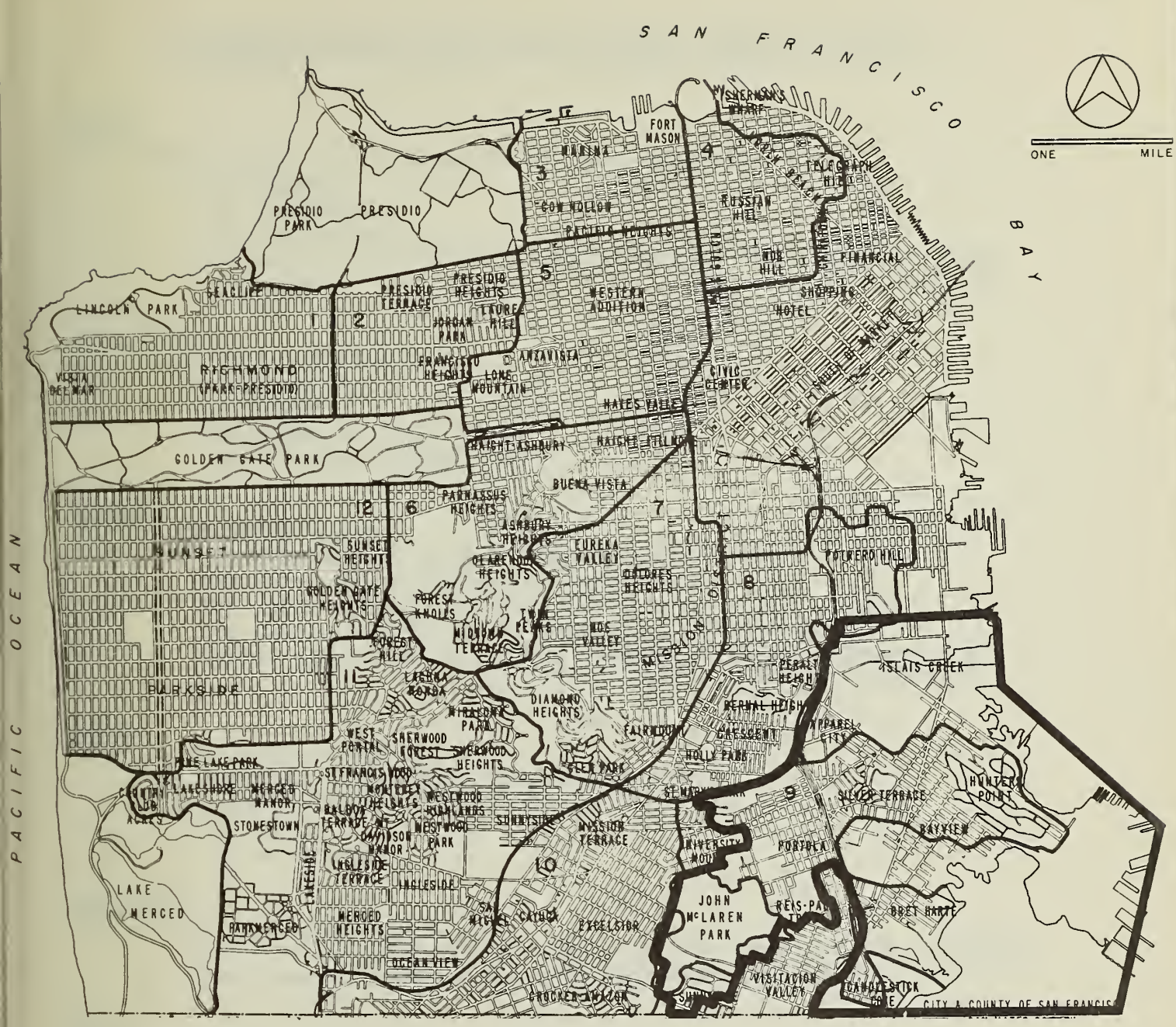
2. The Demonstration Area

A. The City Demonstration Area

The part of San Francisco selected for the City Demonstration Area is called, for purposes of this application, the Hunters Point-Bayview Area. Although precise project boundaries have not been established, the area under consideration, shown on Map #1, comprises approximately 3,900 acreas, exclusive of streets, or 17% of the City's total net acreage. The Area is roughly 3 miles long and 3 miles wide. Boundaries of the project area will be drawn more precisely during the proposed one-year survey and planning phase of the project.

The City Demonstration Area includes the Hunters Point Naval Shipyard, Candlestick Park Stadium (home of the Giants), the 300-acre John McLaren Park, San Francisco's new Produce District, large parcels of undeveloped tidelands, and more than 240 acres of land devoted to public housing.

The population of the City Demonstration Area, according to the 1960 census, was 51,181. This was about 7% of the City's total population. More than 25% of the City's Negro population lived in the area and 35% of the area's population lived in temporary wartime and permanent public housing. Of the 12,384 families in the area, 28% had incomes of less than $4,000 annually. These and other statistics for 1960 are shown on Table I. Detailed information on population changes between 1960 and 1966 is not available; however, it has been estimated that the statistics based on total population are, for 1966, in approximately the same ratio as in 1960.



MAP #1

CITY DEMONSTRATION PROGRAM

TENTATIVE AREA BOUNDARY

COMMUNITIES

1. OUTER RICHMOND
2. RICHMOND
3. MARINA
4. RUSSIAN HILL-NORTH BEACH
5. WESTERN ADDITION
6. BUENA VISTA
7. MISSION
8. POTRERO-BERNAL
9. BAYSHORE
10. OUTER MISSION
11. WEST OF TWIN PEAKS
12. SUNSET

COMMUNITY BOUNDARY

THE DISTRICT NAMES SHOWN ON THIS MAP, OTHER THAN THOSE REFERRING TO THE OFFICIALLY ADOPTED RESIDENTIAL COMMUNITY AREAS SHOWN IN THE COLUMN TO THE LEFT, ARE INFORMAL AND POPULAR AREA DESIGNATIONS, HAVING NO PRECISE BOUNDARIES.

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

Statistics Selected for Hunters Point-Bayview Project Area
Source: U. S. Census, 1960, unless otherwise noted

Land /1

3904.8 net acres, including U.S. Navy property
- 30% vacant
- 13% residential
- 14% industrial
- 38% public (includes all public housing units and U.S. Navy property)
- 5% other

Population

51,181 total population
- 51% minority
- 37% Negro
- 43% under 18 years of age
- 5% 65 years old and over

Housing

14,165 total units
- 9% substandard (public housing not included)
- 21% overcrowded (by census definition)
- 47% owner occupied
- 30% public housing (2435 temporary; 1765 permanent) /2
- 35% of population in public housing (9349 in temporary; 8787 in permanent) /2

Income

12,384 families (civilian)
- 28% with income less than $4,000 year

26,266 total labor force (civilian)
- 51% female
- 8% unemployed

Education

51,181 total population
- 28% over 25 years of age with less than grade school education
- 68% over 25 years of age with less than high school education

Health /3

1,519 births per years
- 26 infant deaths per 1000 births
- 11.6% illegitimate births (% of total births)
- 5 venereal disease cases per 1000 population

/1 Source: The Use of Land in San Francisco, S.F. Department of City Planning, October, 1965

/2 Source: San Francisco Housing Authority Records, 1960

/3 Source: San Francisco City and County Health Records, 1960

TABLE I

The number of persons now living in public housing, in both temporary and permanent units, is approximately 16,000. Of these, 5,300 live in temporary war housing which must be torn down by 1970. The number of existing temporary units is 3,576. During World War II, when these projects were built, an estimated 36,000 people lived in the temporary structures which contained nearly 5,000 family units and 2100 dormitory accommodations. Even when all temporary housing units are removed, approximately 10,600 persons will remain in the seven permanent postwar housing projects in the City Demonstration Area.

The 1960 Census did not include in the count of substandard housing the temporary war housing structures. Assuming that these structures are substandard because they were built for wartime use and more than 25 years have passed since that time, the percent of substandard units in the City Demonstration Area would increase from 9% to approximately 26%.

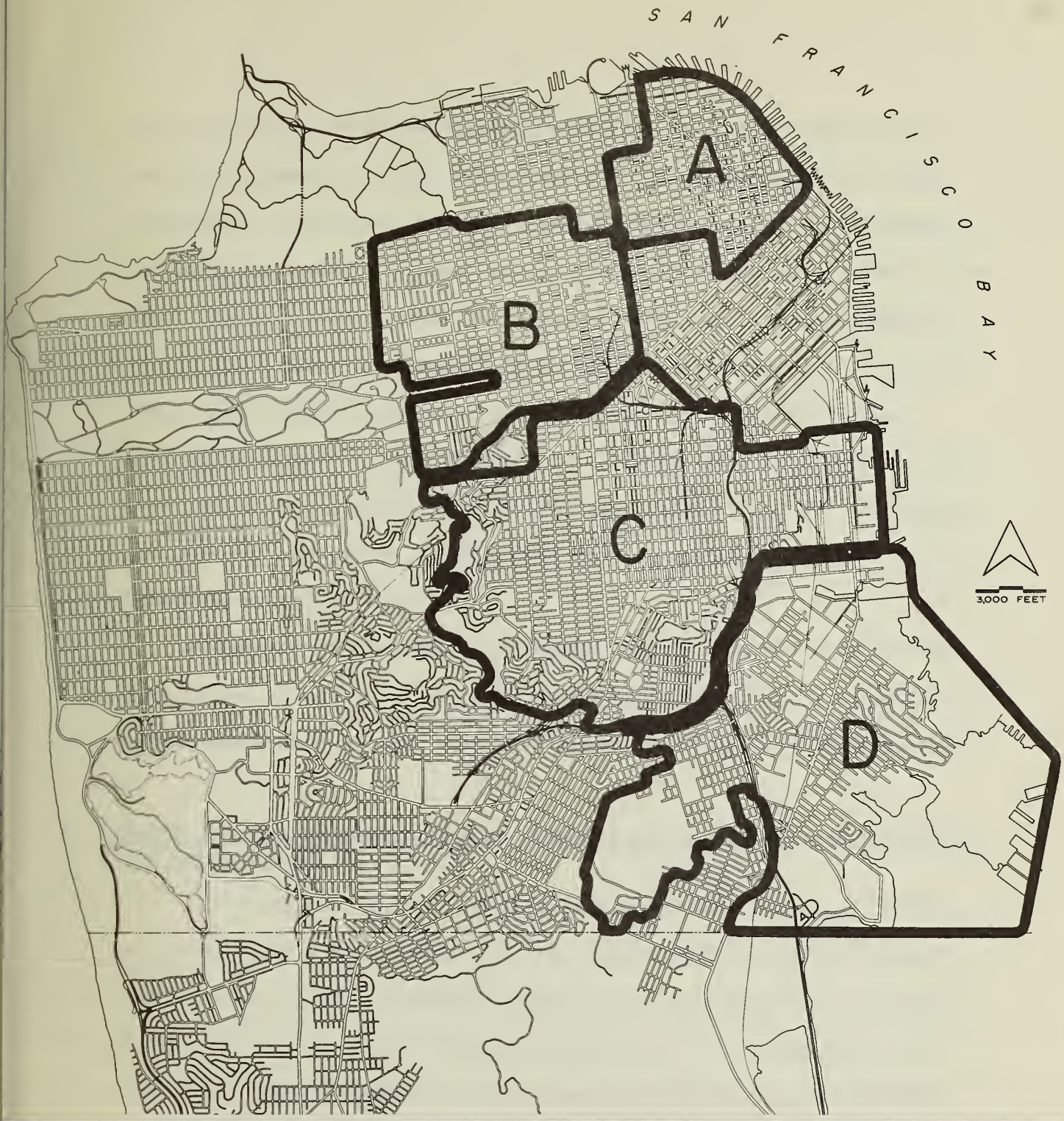
The City Demonstration Area is based upon the census tracts included in the service area of the Hunters Point Area Board of the City's Economic Opportunity Council. Included within this service area are a number of residential neighborhoods having popular or informal names, but no precise boundaries. The neighborhoods include the Reis-Paul Tract, Portola, Silver Terrace, Bayview, Hunters Point, Bret Harte, Candlestick Cove, and Sunnydale. Two primary industrial areas are identified as Apparel City and Islais Creek. The Hunters Point Naval Shipyard may be considered as a more or less self-contained community in the City Demonstration Area. These areas are identified on Map #1.

B. Method Used To Select the Project Area

The approach to the selection of a City Demonstration Project Area was to examine and compare the four "target" areas in the City established by the Economic Opportunity Council, the City's official anti-poverty organization. These four areas, shown on Map #2, together, contain most of the urgent social, economic, and physical deficiences of the City. Each area has an independently elected target area planning board which formulates the anti-poverty program for the area and has responsibility for the execution of the area program. It was judged necessary, therefore, to consider not only the identified social and physical needs of each area and the programs under way or planned by public and private agencies, but to reach agreement, if at all possible, among the four EOC Area Boards on the area to be recommended for the City Demonstration Program.

Starting initially with a small group of City officials designated by Mayor Shelley to begin preparation of an application for a City Demonstration Program, a series of discussions on the selection of an area gradually involved a larger group of participants, which included representatives from a number of community organizations, and interested groups. The area selected was recommended by the Mayor's Advisory Committee on the City Demonstration Program, a group appointed by the Mayor to guide the preparation of the Application. The membership of this committee is found in Appendix A.

In the discussion of potential project areas, good arguments were advanced for all the EOC target areas. Chinatown, for example,



AUGMENTED TARGET AREAS

MAP #2

A. CHINATOWN

B. WESTERN ADDITION

C. MISSION

D. HUNTERS POINT

Prepared for City Demonstration Project, May 1966

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

badly needs improved housing and would be especially responsive to social programs that would minimize the language problems of new immigrants. Western Addition, despite the extensive redevelopment projects now under way, has many social, physical and economic problems that can only be met by broadened programs. The Mission District, with many new Spanish speaking people needing jobs and housing, needs help in solving these problems. The Hunters Point-Bayview Area has as many needs as the others but, in addition, has some unique and significant potentials, described in the following section, which helped to determine that it should be chosen as the City Demonstration Area.

A summary of the basic considerations of the Advisory Committee in the selection of an area is found in Appendix B. A statistical comparison of the four EOC target areas is found in Appendix C.

C. The Hunters Point-Bayview Area: Its Present Condition and Potential For Improvement

The economic, social and physical problems of the City Demonstration Area are concentrated, to a great extent, in the 25-year old wartime temporary housing project area on the ridge of Hunters Point. Thus far, these problems have been of such magnitude and intensity that attempts by social service and other governmental agencies to cope with them have not been adequate. The social problems encountered here are similar to those found in any other ghetto in the United States, but they are itensified by the fact that 43% of the population of the City Demonstration Area is under 18 years of age. The poverty cycle flourishes in the housing projects where many of the younger generation have spent

their entire lives. These conditions will not change unless all aspects of the problem - lack of education, poor housing, lack of job opportunities - are met with a greater concerted effort to solve them than has heretofore been made.

With the removal of the remaining temporary war housing, many people will have to relocate, some to other dwellings in the Area and some to new neighborhoods and new environments, as many have since the end of the war. These unavoidable moves can be the transition to a better life if there is close coordination of relocation, demolition, and new construction and adequate provision of social services and aids. The problem is one of providing a range of relocation opportunities within a short time but, at the same time, avoiding a perpetuation of the ghetto and large scale housing projects.

Although the social problems and conditions found in the housing projects tend to be the dominant concern in the City Demonstration Area, the physical blight caused by the age, deterioration, and inadequate maintenance of many structures is more characteristic of the area as a whole. The blight and physical decay is, in many ways, associated with the social and economic ills described above, but much of what Hunters Point-Bayview is not and should be is a result of public neglect. Surrounding and intermingled with residential areas are slaughter houses, junk yards and other necessary but "undesirable" uses, uses that are not tolerated in other residential and industrial districts of the City. That these enterprises furnish employment to many unskilled and otherwise unemployable persons and have contributed to the general economy of the City is recognized. That these uses

constitute a blighting influence and need to be removed or rehoused in new and more efficient structures and made less objectionable to the adjacent residential areas is undeniable.

The waterfront, which could be an attractive place for both industry and recreation, is a sorry picture of junk, litter, garbage dumps, rotting structures, and general neglect.

Much of the present condition of the waterfront area and, to a great extent, the surrounding area, derives from the wartime activity at Hunters Point when the urgency of the war effort overrode all other considerations. When this thriving and feverish activity subsided, public attention turned away and the area was left to adjust as best it could, leaving those with limited means to struggle in an effort to make a major readjustment largely on their own.

A large amount of vacant land, approximately 300 acres, and open air industrial uses, approximately 180 acres, contribute further to the leglected appearance of the industrial area and encourages the proliferation of undesirable uses. A poor street pattern caused by unimproved streets has resulted.

While heavy industrial uses and those uses called "undesirable" are necessary for the City's economy, they need not continue to cast a pall over a large portion of the City. Plans now under way for an industrial park in the northern part of the City Demonstration Area - "Butchertown" - will rid the area of many junk yards and illegal uses and replace them with new industries confined to an attractive complex of structures.

The potential for the physical renewal and improvement of the City Demonstration Area in a manner that is compatible with and essential to the improvement of social and economic conditions is

exceptional. A large amount of vacant and publicly owned land is available for needed industry, housing, recreation and other public uses. This means that the cost of land for new construction will be, in many cases, either eliminated or much lower than in other areas of the City, thereby increasing the possibility of low-cost housing. It also means that existing private dwellings can remain relatively undisturbed. New job opportunities can be provided as part of the development of industrial areas. The shoreline can be developed to provide boat harbors, marinas and other waterfront activities, including commerical and entertainment uses. The topography which is every bit as interesting and varied as Telegraph or Russian Hill can be utilized to capture the magic panorama of skyline, water and distant shores that is so cherished in San Francisco.

There are many well kept, owner-occupied homes in the City Demonstration Area, a fact which tends to become obscured by the glaring examples of blight, poverty, and social problems. These homes and the people who live in them must be considered the outstanding positive asset of the City Demonstration Area.

The potential for citizen leadership and participation in the social and physical renewal program of the City Demonstration Area by those who live in the area is very good. Organized groups representing many special interests have demonstrated on many occasions that there are many interested, concerned individuals living in the area capable of addressing themselves to community problems and working together for solutions. Some of this potential has already been mobilized in the 24-member Hunters Point Area Board of the Economic Opportunity Council elected from

from the Area. A broad range of community activities is covered by the committee assignments of the EOC Board. In the City Demonstration Program, all interested groups in the project area will be represented, in one way or another, by persons from the Area.

The potential for dramatic change -- for a significant six year "demonstration" -- in this City Demonstration Area is as evident as is the need for such change. Nothing short of a full mobilization of effort and resources will make this change occur as soon as it is needed.

3. Administration of Program

A. Introduction

The proposed "Demonstration Cities Act of 1966" requires the designation or establishment of an official city agency to be responsible for the planning and effectuation of the 6-year City Demonstration Program. The proposed legislation also specifically requires the active, responsible participation in the planning and execution of the Program by citizens in the Demonstration Area who will be directly affected by the Program. In considering ways to meet these two requirements, five major alternatives have been suggested and reviewed. In every case an effort was made to judge whether or not the proposed organization of the City Demonstration Agency would:

1. Strengthen insofar as possible the San Francisco system of democratic self-government as defined by the Charter of the City and County of San Francisco;
2. Foster, in the words of President Johnson, "....the development of local and private initiative and widespread citizen participation ---especially from the demonstration area --- in the planning and execution of the program;" and
3. Establish an Agency that would have both (a) the singleness of purpose needed to move the program ahead during the limited 6-year period and (b) effective relationships with the established City departments and agencies of the sort that will be needed if maximum cooperation is to be assured.

B. Agency Organization Plans Considered

The following five alternatives were considered:

1. Existing city department
2. Creation of new ity commission
3. Committee of city department heads
4. Existing city agency -- Redevelopment Agency or Housing Authority
5. Formation of a non-profit corporation with the decision-making authority vested in a board of directors.

The primary problem common to alternatives 1, 2, and 3 above is the difficulty of attracting temporary, high quality staff through normal San Francisco personnel recuitment and appointment procedures when it is clearly understood that the City Demonstration Program is to last only for a period of six years and must, to be successful, move ahead very rapidly from the moment the program is authorized. Additional questions were raised by those who judged that the people in the Demonstration Area to be served by the Agency could not become as involved in decision-making processes, to the degree required by the proposed Act, as these processes would tend to develop in an Agency organized in accordance with any one of these first three alternatives.

Alternative four, although initially considered as a serious possibility by some, has been judged to be less acceptable than alternative five because of the possible conflicts with the present responsibilities of the Housing Authority or the Redevelopment Agency if either were given responsibility for a new and different kind of program such as the proposed City Demonstration Program.

Most of the questions indicated above seem to be overcome by the non-profit corporation approach, indicated above as alternative number five.

C. Board of Directors

The Board of Directors of the proposed San Francisco City Demonstration Agency, to be established as a non-profit corporation by the Mayor and Board of Supervisors, should consist of between 15 to 20 members -- small enough to enable decisions to be made effectively, yet large enough to be representative of the individuals and groups in the Demonstration Area, other areas in the City most likely to benefit from the City Demonstration Program, and the City as a whole.

Several suggestions for composing the membership of the Board by a combination of groups of representatives from these categories have been considered. It is the Mayor's policy that he should make the appointments to the Board of Directors, using normal appointment procedures. This policy is opposed by some members of the Mayor's Advisory Committee who feel that such policy is contrary to the intent of the City Demonstration Program. This point of disagreement will be settled by action of the Board of Supervisors. It is generally agreed that effective ways should be found to assure representation from both (a) the Hunters Point-Bayview EOC Board and (b) the individuals and groups in the Area who may feel that they cannot be adequately represented through the EOC Area Board. At least one member from each of the other EOC Target Area Boards should serve on the CDA Board of Directors. The citywide members of the CDA Board should be representative of the broad range of interest groups and individuals throughout the city who will want to help carry out a successful program in the interests of both the Hunters Point-Bayview Area and the city as a whole.*

Each member of the Board of Directors would be expected to devote considerable time to committee work for which he could elect to receive compensation not in excess of $500 per month. It is assumed that a number of directors would elect not to accept such compensation. However, if we are

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* It has been suggested that the total membership of the CDA Board might be composed of 19 members, as follows: Seven representing citywide interests, eight from the Area (with four from the EOC Area Board and four from other groups), and four representing the other four EOC Area Boards in the City.

to assure effective, time-consuming participation by members of the Board of Directors who have limited incomes, or who cannot leave their places of employment without a reduction in income, it has seemed to us essential to face this reality and to provide for it.

D. CDA Advisory Council

It has been generally agreed that an Advisory Council should be appointed to function in a manner similar to the Advisory Council now serving the San Francisco Human Rights Commission. This suggested Council would be composed initially of approximately thirty members, with the possibility of additional members being appointed during the 6-year period of the Program. This would make it possible for emerging leaders to be drawn into the work of the Agency. The members of the Council would include, but would not be limited to, residents, property owners, merchants and industrialists from the Demonstration Area, and representatives of city agencies, non-governmental agencies, State and Federal agencies, unions, and other similar groups. The Council would be appointed by the Mayor and the Board of Directors in some mutually acceptable manner.

The members of the Council would serve on the committees established by the Board of Directors and would be able to participate effectively in the work of these committees. However, they would not have voting privileges. It is assumed that the Council as a body would not meet and deliberate as an entity. No member of the Advisory Council would be a member of the Board of Directors. The members of the Advisory Council would serve without compensation.

E. Committees of the Board of Directors

It is generally agreed that the Board and Council members would form small committees at first to consult on problems and solutions concerned with the social and physical planning issues and needs of the Demonstration Area. Later, the Board and Council members would reconstitute the committees so that they could concentrate most effectively on specific elements of the action program during the five-year execution stage. There would, for example, be committees on housing, transportation, education, jobs, etc.

F. Executive Director

An Executive Director of the City Demonstration Agency would be appointed by the Mayor with the approval of two-thirds of the Board of Directors. A vote of two-thirds of the Board of Directors could remove the Executive Director. The appointment of the Executive Director by the Mayor would enable the Mayor to provide the effective support and transfer of authority needed to assure the cooperation of existing city departments and agencies with the City Demonstration Agency.

G. Control of By-laws by Board of Supervisors

It is gnerally agreed that the Board of Supervisors must have final authority over the by-laws of the City Demonstration Agency, including the authority to amend the by-laws as necessary. Since the Board of Supervisors will inevitably be responsible for decisions concerning major policy and financial matters involving the City's financial share of the Program, it has seemed absolutely necessary to clearly define the authority of the Board of Supervisors in relation to the Board of Directors of the CDA as indicated above. The members of the Board of Directors would be appointed to six year terms of office. Members of the Board of Directors may be removed by the Mayor for cause. The Board of Directors of the Agency will be the policy-making body of the Agency and will function in a manner similar to the manner in which comparable boards and commissions in the City government traditionally function.

4. Citizen Participation

The governmental organization proposed for the San Francisco City Demonstration Agency was developed by the Mayor's Advisory Committee, the Mayor, and the Board of Supervisors during many weeks of debate. The final set of ideas, described in the preceding pages, represents a conscious effort to learn from experience -- to respect our form of government, our traditions, and our most recent civic enterprises which have been created to meet new needs.

We have tried to find constructive, evolutionary ways:

(1) that will enable the city-wide programs of the regular municipal departments to be brought into focus within the Hunters Point-Bayview Area, and

(2) that will enable broader, direct, and effective participation by citizens from the Area in the policy-making governing board of the proposed Agency.

In working out the final proposal, we were aware of our own municipal history and of certain significant differences that exist between the pattern and traditions of local government in the metropolitan San Francisco Bay Area and those of the other major metropolitan areas in the United States.

Two differences seem to be outstanding. One has to do with size, and the other has to do with an attitude toward city government that is dominant in the San Francisco Bay Area. These two factors have enabled us to think in terms of a City Demonstration Agency that will be closely related to its parent government, rather than one that is divorced from it, or freed from it.

The metropolitan Bay Area has a population of 4,260,000. In this growing metropolis, there are ninety-two municipal governments, the largest of which, in terms of population, is San Francisco with a population of 740,000. The New York metropolitan area has a population of approximately 15,000,000, but the size of the central city government is proporationately much larger than in the Bay Area. New York City's Mayor and City Council represent and govern approximately 8,000,000 people. Thus, although the Bay Area is one of the Nation's major metropolitan areas, it does not have a single, large, central municipal government. Effective citizen participation in local self-government and a strong tradition of municipal home rule and governmental self-reliance are realities in the Bay Area to an extent that may be unique. As a result, there are many, many "entry points" into our official local governments for citizens who have new programs or newly discovered needs.*

The same basic difference exists between San Francisco and the large central cities of Philadelphia, Los Angeles, Chicago and Detroit. Each of these municipal "local" governments covers a very large territory and in-

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*One beneficial result of this relationship of San Francisco to the other local governments of the Bay Area -- a relationship that requires cooperation -- has been the formation of the Association of Bay Area Governments. San Francisco did not participate in the formation of the Association in 1960. Since 1964, however, under the leadership of Mayor Shelley, San Francisco has been an active member. Appendix D is evidence of the leadership role now being played by the Mayor of San Francisco and the City's Board of Supervisors in the work of the Association. The metropolitan coordination requirements of the proposed "Demonstration Cities Act of 1966" have been anticipated in the Bay Area through the work of the Association, especially in recent years.

cludes from one and one-half to four million people. San Francisco's land area totals 45 square miles. Los Angeles' land area totals 464 square miles. Thus, to an extent that may not be generally recognized, San Francisco is still a local government, as well as a central city government in a great and growing metropolis, in a way that is simply no longer possible for these other five major cities.

Because of our situation and our traditions, we are attempting to make San Francisco's government responsive and effective in relation to the City Demonstration Program in ways that clearly recognize the role of the Mayor and the role of the Board of Supervisors as defined by our City Charter. Because we are a uniquely small central city government in a major metropolitan area, we may not have to create what could become, in effect, a new smaller local government within our boundaries, such as the very large central cities seem to be considering. Indeed, Federal standards for some recent programs seem to be based on the premise that all of our cities are very large, and may have to be supplemented by a new layer of smaller governments.

Although San Francisco has had a reputation for being reluctant to make major changes in its government since its present Charter was adopted in 1932, the record of adaptation to new needs is a significant one. Its Housing Authority was created in 1938; its City Planning Commission was revitalized in 1941; and its Redevelopment Agency was established in 1948 - one year before Congress passed the first urban redevelopment legislation. We established the first municipally-owned public transit system in 1912 and led the successful campaign to pass the Bay Area regional rapid transit bond issue of $792,000,000 in 1962.

San Francisco's experience with municipal non-profit corporations began in 1940 when this method of governmental organization was used to make possible the construction of the Union Square Garage. During the past twenty-six years, a number of similar public enterprises have been carried out in this way.

Two recently established municipal agencies having special importance in relation to the City Demonstration Program were uppermost in our minds as we considered alterantive ways of organizing the proposed City Demonstration Agency. The practical working experiences of the San Francisco Human Rights Commission and of the San Francisco Economic Opportunity Council, each of which was established in 1964, have been drawn upon in working out the organization for the new Agency. The orientation of our anti-poverty programs to specific "target areas" within the City, and the effective integration of the Human Rights Commission into the regular City government departmental structure are factors that have been given full recognition in the new Agency. Also, the experience gained from the different methods used to attempt to provide for effective citizen participation in the work of the Human Rights Commission and the Economic Opportunity Council has been of particular importance.

The final organization proposed for San Francisco's City Demonstration Agency has been carefully considered. Strong differences of judgment were expressed and were considered as the organization was being shaped. Some of these differences could not be accommodated in the final scheme and they undoubtedly will continue to be expressed. But the open debate and lengthy consideration of the major alternatives will enable, it is hoped, the new Agency to undertake its difficult assignment in an atmosphere of respect for differences of judgment -- an atmosphere that must exist if a program such as the City Demonstration Program is to be successfully carried out.

5. Community Resources and Programs

A. Social Programs, Plans and Projects

All programs and services presently administered by both City departments and by private organizations designed to meet health, education and welfare needs in the project area will be considered in the City Demonstration Program. These programs include special attempts to meet problems of unemployment, low income, and educational handicaps. Some programs, particularly those of private organizations, are new and experimental and it may be too early to evaluate their usefulness. For purposes of this preliminary application, however, existing or planned programs or projects as described hereinafter will be assumed as the base for similar activities in the City Demonstration Program.

Although it is assumed that most of the City-financed, socially-oriented services and projects now in effect in the project area will be continued in the City Demonstration Program, the decision to include these programs, as presently constituted, will be made after the governing board of the City Demonstration Agency has reviewed them and submitted its recommendations to the Mayor and Board of Supervisors.

In developing plans for social services and programs for the City Demonstration Program, four major emphases will be maintained:

(1) The use of field offices and facilities in the project area with adequate staff and services to operate effectively at the field level;

(2) The use of persons from the project area, to the extent possible, to assist in information and education programs to encourage the use of available services;

(3) The use of experimental programs to help discover better ways of providing needed services; and

(4) The concentration, to the extent feasiable and practical, of services and programs in a central location in the project area for the convenience of persons seeking one or more of the services offered, and to reduce the cost of administering these services through economy in joint use of office space, equipment and personnel, where possible.

Education, Health, and Welfare

Among the City agencies providing services in the project area, the three most critical from the standpoint of low-income and socially disadvantaged groups are education, health and welfare. In the administration of each of these services, the responsible agency is attempting to meet, in addition to regular services, special needs through special programs. In some cases the agency has not been able to provide adequately the services it wishes to provide because of legal or financial reasons, but sometimes it is because the social, economic, or educational problems confronted are so complex that solutions are not readily available. Some agencies have been able to experiment with programs that have demonstrated possible solutions.

The San Francisco Board of Education, for example, has developed a compensatory education plan, based upon a Ford Foundation-assisted pilot program begun in 1961. The pilot program was conducted as a School-Community Improvement Program in the City at two elementary schools, one junior high and three high schools. The main focus of the project - the improvement of communication

skills - was so successful that the Board of Education has received a $3.5 million eligibility grant through the State of California (HEW Federal Program) for the education of children from low income families. An education plan using these funds was begun in January, 1966, and includes remedial and corrective programs, auxiliary services, such as added health benefits and curriculum development, and evaluation, research and reporting. The current program, which expires in August, 1966, will have provided a wealth of information and a valuable base from which to formulate special educational programs for the City Demonstration Project. It is estimated that present expenditure of local funds for compensatory programs in the City Demonstration Project Area is approximately $150,000. This amount would be increased substantially for compensatory services under a City Demonstration Program.

A further potential aid has just been made possible through new State legislation which provides funds for reducing class size in poverty areas to permit greater teacher-to-pupil contact than is now possible. At least four schools in the City Demonstration Project Area will be eligible for this assistance.

The Public Health Department proposes the concentration of a variety of health services for the project area, in addition to services now offered. These new services would include a 150-bed district hospital staffed, to the extent possible, by professionals from the project area. The hospital would be part of a medical center which would include in-patient and out-patient clinics, emergency treatment facilities, and an additional community health center to provide preventive health services. Strong emphasis would be placed on encouraging neighborhood

physicians to practice at the medical center rather than in private offices to help maintain central records and accounting systems and to insure that adequate laboratory and diagnostic facilities would always be available to the area residents.

The Department of Social Services now provides such special services to low-income families as Aid to the Aged, Aid to the Blind, Aid to Families with Dependent Children, Aid to the Disabled, general assistance to indigents, and medical services to all of these groups. For the City Demonstration Program, these services would be strengthened through special efforts to reach potential recipients. In addition, a number of other services would be offered, including: assistance in educational, vocational and employment programs, full-time child care facilities for working parents, and training programs in child care work. A special effort would be made to assist in coordination of social services, whether these be publicly or privately administered, to assure full participation by qualified recipients. Other new programs now under way or just beginning include efforts to educate potential recipients of the social services available, the rights and duties of recipients in relation to these programs and services, and avenues whereby recipients or potential recipients can make known their concerns, questions, or complaints about the services offered. A Food Stamp Program, available August 1 on a city-wide basis, will help marginal income families and individuals to have adquate food.

Other City Departments

The Library Department, with a new branch library in the project area, would provide, in addition to a new leval of

general library services, an experimental, book-oriented cultural program for all ages with special emphasis on getting more people to read and to use the library on a regular basis.

The Recreation and Park Department offers a wide variety of recreational activities which will become more readily available when planned new park and playground facilities are completed. These planned facilities are described in Section B, "Physical Development Plans and Programs."

The Police Department has assigned an officer to work with the Hunters Point Economic Opportunity Area Board in a program of counseling and rehabilitation for persons with police records. The primary objective of this effort is to help persons with police records find gainful employment and occupations. This program is referred to in the description of the EOC Area Board Program, which follows.

Economic Opportunity Council Program

There are presently ten programs operative within the Hunters Point-Bayview community that have been funded by the Office of Economic Opportunity (OEO), through the Area Board. These programs are as follows:

1. School Preparation Center

   A pre-school program for culturally disadvantaged children from 3-5 years, using methods developed by Maria Montessori (40 children to be served). Cost: $20,388 for 12 months.

2. Education Progress Center

   A compensatory education program providing a variety of diagnostic, remedial, and other special services

for problem students. For elementary and high school students and their parents. Cost: $137,374 for 12 months.

3. School Action Center
   An after school and early evening tutorial-recreational program for elementary and high school students and their parents. Cost: $15,000 for 12 months.
4. Job Development-Urban League
   A job development task force working with agencies, labor and business to develop and define, sub-professional job opportunities in San Francisco. Cost: $16,000 for 12 months.
5. O. R. Bail Project
   To provide assistance to the indigent prisoner and his family. For residents of San Francisco who are arrested and are unable to post bail. Cost: $12,876 for 12 months.
6. Police-Community Relations
   A police officer working in the area with residents over problems of arrest records, unemployment, etc. Cost: $2,000 for 12 months.
7. Social Services in Public Housing
   Social Service task force working with tenants to develop and implement programs based on their needs. This program services the people in the Sunnydale projects. Cost: $70,000 for 12 months.
8. Health Screening and Referral
   Provision of basic health examinations for persons participating in EOC and other poverty programs. Cost: $50,000 for 12 months.
9. Health Care Beyond Screening
   Follow-up health care for EOC program participants. Cost: $22,500 for 12 months.

10. Area Development Program Administration

Multi-service community development center located in the area to focus and spearhead local anti-poverty efforts. Cost: $168,122 for 12 months.

The following programs have been submitted for funding for all or part of fiscal year 1966-67:

1. Professional Planning Services for Hunters Point-Bayview

A corporation of low-income residents formed to provide for the Housing Relocation and Redevelopment needs of the Hunters Point-Bayview community. Cost: $98,112 for 18 months.

2. Bayview Center Program

A tutorial, cultural and development program for all ages and groups and backgrounds. Cost: $85,000 for 12 months.

3. Hunters Point-Bayview Credit Union

The establishment of a credit union by and for low-income residents of the Hunters Point-Bayview community. Cost: $96,000 for 18 months.

4. Hunters Point-Bayview Recreation Employment

A program to provide increased recreation service and employment by the Recreation & Park Department of San Francisco. Cost: $21,000 for 18 months.

5. San Francisco Legal Assistance Foundation

A program to provide free legal aid to the impoverished. The program will provide assistance in civil law as well as augmenting the care in criminal court now given by the Legal Aid Society. Cost: $85,000 for 12 months.

CSES - California State Employment Service

The California State Employment Service operates a center in Hunters Point which provides a number of services designed to aid youths in job training and job placement. Several agencies cooperate in these programs. One program is concerned with providing job opportunities through job counseling, training and job placement. The main problem encountered thus far is finding employers willing to assume responsbility for hiring youths trained in this program. If additional funds become available, greater effort can be made to interest potential employers in the program. Plans are nearly complete for opening a second center to provide similar services to adults.

Non-Governmental Agencies

A number of non-governmental organizations and agencies have programs that contribute to the total effort in the project area. Among them are the following:

PACT - Plan of Action for Challenging Times

A locally conceived program for assisting and stimulating growth of minority-owned and operated businesses, this program now operates with Federal assistance from the Economic Development Administration. PACT is researching the possibilities for a major shopping center in the Hunters Point Area, with major emphasis on minority ownership and participation.

YPCA - Youth Participation in Community Action

This organization is financed through a grant administered by the State of California. The objective of the organization's program is to train youths to develop competence in community affairs and to lead them to assume responsibility in the conduct

of community activities. The current program of YPCA involves a number of volunteers, as well as paid trainess, in an attempt to compile a documentary report on the Hunters Point-Bayview Area. This project will be coordinated with the City Demonstration Program as it offers a potentially useful contribution to the study and investigation of the City Demonstration Area.

BAND - Bay Area Neighborhood Development

Sponsored by the Associated Cooperatives of the Bay Area, this organization exists primarily to educate individuals and families with low income on how to get better goods and more value for their money. Other interests include credit unions and cooperative stores in areas of low income. The Hunters Point-Bayview Area is included in the first budget for this program which began on July 1, 1965, with a budget of $256,000.

Churches

Both Protestant and Catholic churches in the City Demonstration Area offer programs and services that contribute to the solution of social and economic problems. The church organizations through their ministers and priests provide leadership in community activities and can be expected to have an important role in the City Demonstration Project.

Other Organizations

A number of active neighborhood "improvement associations" will be involved in the preparation, planning and execution of a City Demonstration Program. Some of these organizations are already actively involved in discussion of development and improvement proposals for the Hunters Point-Bayview Area. It will be necessary for these groups and organizations to participate fully in the development of the goals and objectives for the City Demonstration Area during the planning and preparation stage. A list of participating organizations will be submitted as a supplement to this Application.

B. Physical Development Plans, Programs, and Projects

In describing physical development plans, projects, and programs, it is intended to indicate the present available resources and the potential resources that could be utilized in a City Demonstration Program. This is done with a full realization that a thorough reappraisal and reexamination will be made during the planning and survey stage of the City Demonstration Program of these programs, both programmed and tentative, and that this reexamination may lead to significant changes in present plans and will, without doubt, lead to new concepts and ideas which go beyond present thinking.

Redevelopment Plans

Two redevelopment projects, now in the planning stage, constitute the City's present redevelopment plans for the City Demonstration Area. The first is the Hunters Point Redevelopment Project for which survey and planning funds in the amount of $466,000 have been authorized by the Federal Government. This project is crucial to the rehousing and relocation needs of the City, and particularly to the Hunters Point-Bayview Area. The project as proposed consists of clearing 122 acres of land now or formerly occupied by temporary war housing in Hunters Point and 13 acres of privately owned adjacent land. The reuse of this land will be predominantly for moderate-priced, private housing. The estimated net cost of the project is $8,040,000 of which two-thirds would be the Federal share.

The second project, the Butchertown Redevelopment Project, will create a 100 acre industrail park in the northeastern part of the City Demonstration Area on land now used for junk

yards, slaughter houses, and other similar enterprises. A planning and survey grant for this project in the amount of $650,000 has been requested from the Federal Government. The estimated net cost of the project is $18,495,000 of which two-thirds would be the Federal share.

Concurrent with the application for survey and planning funds for the Butchertown Project, an application has been filed with the Economic Development Administration for technical assistance in the amount of $125,000 to study (a) the types of industries most desirable for the project, (b) new architectural concepts to reduce cost and to increase the attractiveness and flexibility of facilities, and (c) ways and means that might be used to increase the employment possibilities for residents of the Hunters Point-Bayview area.

Housing

The Housing Authority operates seven permanent low-rent housing projects in the area which have a total of approximately 2100 units. One new project under way is a 56-unit addition to the Alice Griffith Garden Homes in the Bret Harte neighborhood. The Authority will participate in the development of new housing in the Hunters Point Redevelopment Project but the manner of participation and the number and type of units has not been finally determined. There are, however, no plans for creating additional large-scale housing projects in the Hunters Point Area. A variety of ways and means of increasing the supply of housing for low-income families will be considered as alternatives. Ideas which may be considered include:

1. Changes in housing and building codes, zoning ordinances, financing and property tax structure.

2. Use of publicly-owned land and air rights.

3. Appraisal of vacant land based on its use for low-rent housing.

4. City and State rent supplements in addition to Federal programs.

5. More flexibility in FHA standards and eligibility requirements.

6. The 48-hour rehabilitation approach now being experimented with in New York City.

7. Commercial income to offset residential costs.

8. Depreciation and tax loss investments.

9. Self-help housing.

10. Cooperatives for the elderly in existing flats and houses.

11. Development of public housing outside central cities in suburban areas.

12. Regional organization for a regional approach to the housing problems.

City Planning Studies

The work program for the Department of City Planning for the fiscal year 1966-67 includes the beginning of the South Bayshore Area Planning Study (which will include the City Demonstration Project Area), the Southern Waterfront Study, the preparation of the Hunters Point Development Plan in cooperation with with the Redevelopment Agency and the Housing Authority, and the preparation of Neighborhood Development Plans for such neighborhoods as may be included in the recently completed Community Renewal Program Study, such as the Bayview and Bret Harte Neighborhoods.

Land use, circulation, public facilities, housing, and environmental changes will be given concentrated attention as

separate elements in the proposed neighborhood plans, as well as in the overall plan for the South Bayshore Area, which will include the following detailed special studies:

1. Detailed visual analysis of the South Bayshore.
2. Special tidelands study.
3. Study of industrial development.
4. Study of the location and influence of transportation and traffic routes.
5. Special study of the effects of the proposed Hunters Point Freeway and the Southern Crossing link at India Basin.
6. Housing and residential amenities study.
7. Community facilities study.

The Southern Waterfront Study, which will be coordinated with the South Bayshore Plan, will give attention to the waterfront area from China Basin south to the county line, and will be the logical continuation of the Northern Waterfront Study, presently under way. The study will concentrate on industrial uses and the integration of industrial land use with the surrounding residential communities and the recreational potential of the waterfront.

Transportation

A bond issue proposed for November, 1966, would provide new and improved express bus service to the City Demonstration Area. New crosstown routes and the rerouting of some existing lines between the Hunters Point-Bayview Area and the Mission Street area would provide connections to the two nearest rapid transit stations, on Mission Street. Improved through routing of one or more lines from the Area across Market Street to the north is also contemplated.

The Hunters Point Expressway for which route alignments have

been adopted by the State, will border the eastern side of the City Demonstration Area and will provide direct access to downtown San Francisco as well as to the Peninsula area to the south. A second bridge crossing of San Francisco Bay, which would have its western terminus at India Basin north of the Naval Shipyard, is under study. If constructed, the bridge will provide direct connections to East Bay cities. These new transportation links will figure prominantly in the development plans for the Hunters Point-Bayview Area.

City Service Agencies

The Department of Public Works has street, water, and sewer construction and improvement projects for the area budgeted or scheduled that total approximately $61,000,000 over the next five years. Additional programs for street and utility improvements that would be beneficial now, if funds were available and which may become necessary or urgent in the future, total approximately $60,000,000. Included are sewer improvement projects which would help control pollution of the Bay.

Code enforcement and conservation projects as recommended in the Community Renewal Program Study will be considered in the development of comprehensive plans for the Hunters Point-Bayview Area.

The Police Department, the Fire Department, the Library Commission, and the Public Health Department all have planned new construction in the Hunters Point-Bayview Area. The aggregate cost of these projects is approximately $1,600,000.

The Department of Public Health is investigating the possibility of constructing a medical center in the City Demonstration Area which would include a 150-bed hospital, out-patient clinics,

emergency treatment facilities and preventive health services. The estimated cost of constructing and equipping this medical center is $8 million. Approximately one-third to one-half of the cost would be recoverable through State and Federal Aid.

The Board of Education has funds for three school building projects in the area that will cost a total of $1.5 million. These projects are for the modernization of or additions to existing school facilities. The Board of Education is urging that the multi-purpose, community school concept be given serious consideration in the development of the City Demonstration Program.

The Recreation and Park Department's major development in the area is the 300-acre McLaren Park. Approved bond funds and State aid are available for the completion of this development.

A number of improvements are scheduled for Candlestick Park Stadium, a major, relatively recent, development in the area. Consideration is being given to the use of Stadium for major league football in addition to its present use for major league baseball. The cost of converting the stands and field for this use has been estimated at $5,000,000.

Other significant projects proposed or viewed with favor include the development of Bayview Park, on the hill just west of Candlestick Park; the development of the Bayshore and waterfront area for recreation, including small boat harbors and marinas, and the development of a number of playgrounds and smaller recreational areas for neighborhood use. The cost of these developments has not been estimated.

Federal, State and Private Agencies

Plans for the Hunters Point Naval Shipyard, which is the

major ship repair facility for Northern California, include the installation of modern ship repair facilities and gradual replacement of the older barracks and structures. Plans also include the construction of a maximum of 200 units of dependent family housing within the naval reservation.

The San Francisco Port Authority, a State agency, owns large parcels of tidelands, some partially filled, that have development potential. Other prospective uses for this parcel include industrial park development similar to Butchertown Redevelopment Project.

More than 100 acres of submerged lands in South Basin below Hunters Point are in private ownership and may be developed for industrial purposes if permission is granted by the Bay Conservation and Development Commission.

C. Housing Relocation

Investigation of the City's existing housing relocation referral service is underway. There is general agreement among City agencies that a more complete and comprehensive relocation service must be made available to those displaced through public action. Discussion has begun among City agencies on possible ways to organize, administer, and finance these expanded services. These discussions will lead to definite recommendations to the Mayor and Board of Supervisors within the next four months.

The recommendations and the actions taken thereon by the Mayor and Board of Supervisors will be submitted as a supplement to this application.

6. Related City and Metropolitan Programs

A. Workable Program and Community Renewal Program Report

The San Francisco Workable Program for Community Improvement for 1966 states community objectives that are in complete accord with those of the City Demonstration Program. (See Appendix E) Among the objectives stated are:

1. The elimination of slums and slum creating conditions by utilizing all the tools and resources available, both public and private, for this purpose.

2. The exercise of regional leadership in the solution of local and regional problems common to the urban environment.

The community objectives in the Workable Programs are being pursued vigorously in San Francisco. In pursuit of the first objective quoted, a major effort to formulate plans for comprehensive community action in the conservation, improvement, and development of San Francisco has been initiated by the City Planning Commission with the completion of a two-year Community Renewal Program Study at a cost of over $1 million. The final CRP Report, which is now being reviewed by the Mayor, and will subsequently be submitted to the Board of Supervisors, has furnished the City with a wealth of information on population trends, housing conditions, employment, adequacy of public facilities, and financial resources, both public and private, available for development and renewal in San Francisco. In addition, the Report has recommended short-range and long-range renewal and development goals and a strategy for carrying them out. Several of the CRP recommendations have already been carried out, as indicated in Appendix E.

B. Rapid Transit Corridor Study

The Bay Area Rapid Transit System now under construction will have a greater impact on San Francisco than any single event since the earthquake and fire of 1906. Particularly in those areas immediately adjacent to stations the effects will be felt and seen in dramatic ways. In anticipation of this impact and to plan properly for it, the Rapid Transit Corridor Study was begun in 1964 with a Federal grant of a quarter of a million dollars. The first area to be given intensive study was the central portion of the Mission District where two regional transit stations will be located.

The corridor study is being conducted jointly by the Redevelopment Agency and the Department of City Planning. A subcommittee of the Mayor's Inter-Agency Committee on Urban Renewal was established two years ago to bring together representatives from education, health, welfare, traffic, parking, recreation, human rights, and city finance agencies to review the work of the GNRP study team.

Citizen participation in all phases of the corridor study has been given special attention in the Mission District. A weekly newsletter has helped to keep the Mission community informed on progress and to announce meetings at which plans and ideas were to be discussed. Weekly meetings have been held with civic leaders, businessmen, social service workers, and other interested persons. Numerous meetings have been held with improvement associations and other neighborhood organizations. A special effort has been made to reach the Spanish speaking population in the area.

The corridor study is mentioned in this Application because it indicates that large scale planning and development proposals

are under way in San Francisco which have involved and will continue to involve a high degree of citizen cooperation and participation. With the submission of a request to the Federal Government for assistance for funds for detailed planning and survey work soon to be made, a major effoet is under way to provide a practical way for widespread participation in and support of the renewal planning and development program in this area.

C. City Transportation Study

A study of the City's public transportation system and its relationship to the 72-mile BARTD metropolitan-wide system has just been completed. On the basis of the findings of this Federally-assisted study and the recommendations resulting from it, a $96.5 million bond issue is being prepared for submission to the voters of San Francisco for the November, 1966, election. The bond issue would be the first stage of a two stage program for almost completely redesigning and rebuilding the municipal transit system. The first stage is primarily for equipment and maintenance buildings, but some major changes in routing and service would be implemented and the City's first subway rapid transit line would be completed.

A related study includes a traffic and parking survey of downtown San Francisco to determine how it may be possible to relieve traffic congestion and facilitate traffic movements in the downtown area. These traffic studies and the improvements proposed in the November transit bond issue are indicative of the attempts being made to solve city and regional transportation

problems and to provide a greater opportunity for individuals to have a wider effective choice of job opportunities and residential neighborhoods.

D. Neighborhood Development and Improvement

Concurrent with a City Demonstration Program, every effort will be made to broaden and sustain programs in those neighborhoods with problems similar to those in the City Demonstration Area. This is in recognition of and consistent with the determination made at the beginning of our discussion of a City Demonstration Program that, while there are at least four distinct areas of the City which could potentially qualify as City Demonstration Areas, only one could be considered at this time. In making our selection, we do so with the understanding that the areas not selected should be given as much attention as is possible with available resources to take full advantage of the momentum and impact the City Demonstration Program may generate for improving the social, economic and physical conditions of the City.

E. Metropolitan Planning and Development Programs

The proposals in this Application for a City Demonstration Program are consistent with the Bay Area metropolitan planning and development policies and programs initiated by San Francisco in recent years. In April, 1966, Mayor Shelley's statement of policy concerning San Francisco and the future governmental needs of the San Francisco Bay Area was unanimously adopted by the San Francisco Board of Supervisors (See Appendix F). The policy establishes guide lines for a limited-function, unified Bay Area Government to deal with matters of mutual area-wide concern. These policies have been submitted to the Association of Bay Area Governments (ABAG) for consideration.

At Mayor Shelley's urging, ABAG has adopted as part of its work program for 1966-67, a study that will clarify the need for the development of practical ways and means to reduce discrimination in housing in the entire Bay Area and, specifically, to open up housing opportunities in the suburban areas outside the central cities of the Bay Area where low-income minority families now must be concentrated.

Other metropolitan or regional agencies supported by and participated in by San Francisco include:

Bay Area Transportation Study Commission (BATS) - engaged in the preparation of a coordinated regional transportation plan for all modes of surface transportation.

Bay Area Rapid Transit District (BARTD) - engaged in the construction of a 72-mile regional rapid transit system linking San Francisco, Oakland, and adjoining communities.

Bay Conservation and Development Commission (BCDC) - exercising control over fill and construction projects for San Francisco Bay tidelands.

Bay Area Air Pollution Control District (BAAPCD) - exercising control on smog producing sources of air pollution.

7. Cost Estimates

Cost estimates are presented primarily to indicate the possible additional Federal aid that would be available under a City Demonstration Program and the local funds that would be required to obtain such additional aid, and the cost of conducting a one-year planning and preparation effort for a City Demonstration Program.

The preliminary estimate of the additional Federal funds available under a City Demonstration Program, as described in this application, is $41,308,372. The additional local funds that would be required to obtain this additional Federal aid would be $10,327,093. The estimated cost of a one-year period of planning and preparation is $747,400 of which $597,920 would be the Federal share and $149,480 the local share. A detailed presentation of cost estimates is found on the following pages.

Estimates of costs are based upon provisions contained in Title I of the Housing and Urban Development Act of 1966 (H.R. 15890) as ordered reported on June 28, 1966, and upon the following assumptions and conditions:

(a) Federal funds will be available under a City Demonstration Program to cover 80% of planning and survey costs; 80% of the administrative cost for conducting the program; and up to 80% of the City's required share for Federally assisted projects and programs.

(b) Estimates cover a one-year planning and preparation period to begin in 1967 and, a five-year project and program execution period to begin in 1968.

(c) Only those Federally assisted projects or programs for which substational City contribution is required have been included. Thus, for example, programs for the Economic Opportunity Council, Human Rights Commission, Board of Education and Housing Authority have

been omitted in this estimate.

(d) It was assumed that existing health and welfare services would be continued and broadened and that presently planned or contemplated capital improvement projects and expenditures and renewal projects would be carried out.

(e) It was assumed that presently authorized Federal assistance will continue to be available under the existing provisions.

(f) Cost estimates of administrative and staff services and other expenditures were based upon current experience in staffing and operating similar undertakings. An increment was added to cover cost increases and additional services.

(g) Cost estimates for health and social services include allowances for cost increases over a five-year period. The cost estimate for physical develpment projects and programs includes a 20% increment for new projects and programs which may be developed during the planning and preparation period and for cost increases for those projects which have been listed.

(h) These cost estimates are preliminary and general but, in every respect, are conservative.

(i) These cost estimates and the projects and programs represented by these estimates do not necessarily constitute or establish City policy for the City Demonstration Program. Policy on project expenditures to be included in a City Demonstration Program will be established upon the recommendation of the City Demonstration Agency to the Mayor and the Board of Supervisors.

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

SUMMARY

	Total	FEDERAL SHARE		LOCAL SHARE
		Existing Legislation	proposed City Demonstration Program	proposed City Demonstration Program
Planning & Preparation (1 yr.)	$ 747,400		$ 597,920	$ 149,480
Project & Program Execution (5 yrs.)	3,373,800		2,699,040	674,760
Health Services	1,858,500	$ 619,500	991,200	247,800
Social Services	5,812,897	1,937,632	3,100,212	775,053
Physical Development and Improvement	95,600,000	53,200,000	33,920,000	8,480,000
Total	$107,392,597	$55,757,132	$41,308,372	$10,327,093

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

A. Estimated Cost of One-Year Planning and Preparation Period

Administration		$ 41,000
Project Director	$20,000	
Assistant Project Director	15,000	
Clerk-Stenographer	6,000	
Staff (47)		527,100
Social, economic, other (30)	223,600	
Physical planning (17)	153,500	
Consultants	150,000	
Board of Directors fees (19) ($500 per month per Director X 12)		114,000
Rent (8,000 sq. ft. @ $.30 per month X 12)		28,800
Equipment		15,000
Travel		1,500
Contingency and estimated cost increases		20,000
TOTAL		$747,400

Estimated Federal share ($747,400 X 80%)	$597,920
Estimated Local share ($747,400 X 20%)	149,480

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

B. Estimated Cost of Administration of Project and Program Execution for the Five Years 1968-69 through 1971-72.

Administration	$ 41,000
Staff	377,000
Board of Directors Fees	114,000
Rental of Office Space	28,800
Travel	1,500
Total for One Year	562,300
Factor	X 5
Product	$2,811,500
Contingency and Cost Increases (20%)	562,300
Total estimated cost for five years	$3,373,800

Estimated Federal share ($3,373,800 X 80%)	$2,699,040
Estimated Local share ($3,373,800 X 20%)	674,760

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

C. Health Services

Estimated cost at current level of services for the five years 1968-69 through 1971-1972.

Health Center - Maternal and child care	$ 738,000
Tuberculosis	49,000
Venereal disease	90,000
Mental health	2,840,000
Total	$3,717,000

Estimated increase in services under City Demonstration Program ($3,717,000 X 50%)	$1,858,500

Funding of estimated increase in services:

Under existing legislation -

Estimated Federal share - 1/3	$ 619,500
Estimated Local share - 2/3	1,239,000

Under proposed City Demonstration legislation -

Estimated Federal share - 1/3	$ 619,500
Estimated Federal share - 80% X 2/3	991,200
Total	$1,610,700
Estimated Local share	247,800

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

D. Social Services*

Estimated cost at current level of services for the four years 1968-69 through 1971-72.....$38,752,650

Estimated increase in services under City Demonstration Program ($38,752,650 X 15%) $5,812,897

Funding of estimated increase in services:

Under existing legislation -

Estimated Federal share - 1/3	$1,937,632
Estimated Local share - 2/3	3,875,265

Under proposed City Demonstration legislation -

Estimated Federal share - 1/3	$1,937,632
Estimated Federal share - 80% X 2/3	3,100,212
Total	$5,037,844
Estimated Local share - 20% X 2/3	775,053

*Services Include: Old Age Security, Aid to the Blind, Aid to Families with Dependent Children, Aid to Disabled, Medical Assistance Program, Child Welfare, Boarding Homes and Institutions, Adoptions, General Assistance, Medical Assistance for the Aged, Cuban Refugees, Other Welfare.

COST ESTIMATES - CITY DEMONSTRATION PROGRAM

E. Physical Development & Improvement Projects

Funding of estimated costs under existing Legislation:

	Millions of Dollars		
	Total	Federal Share	Local Share
Beautification Program (Tree Planting; Shoreline development)	7.0	3.5	3.5
Code Enforcement Projects	5.7	3.8	1.9
Industrial Park Development			
Butchertown Development	18.5	12.3	6.2
2nd Industrial Project	20.0	13.3	6.7
Hunters Point Redevelopment	9.0	6.0	3.0
Health Center (Community Hospital)	8.0	2.7	5.3
Sewage Treatment Facilities	10.0	2.0	8.0
Transit Improvements (New Bus Service)	1.5	.7	.8
Sub-Total	79.7	44.3	35.4
Add 20% of Total for New Programs and Projects and Cost Increases	15.9	8.9	7.0
Total	95.6	53.2	42.4

Funding of estimated costs under proposed City Demonstration Program:

Estimated Federal Share (42.4 x 80%)		+ 33.9	- 33.9
Total	95.6	87.1	8.5

8. APPENDICES

(Material Not Included with this Draft)

A. Advisory Committee for the Preparation of Preliminary Application.

B. Factors considered in Selecting a City Demonstration Area.

C. Statistical Comparison of 4 Economic Opportunity Council Target Areas.

D. Board of Supervisors Resolution #137-66 Establishing Policy Concerning San Francisco and the Future Governmental needs of the San Francisco Bay Area.

E. San Francisco Workable Program for Community Improvement for 1966. (Recertified July 1, 1966.)